DOCUMENT RESUME

ED 165 272 EA 011 188

TITLE Categorical Programs. Discussion Topics for Meeting with Wilson Riles on October 26, 1978.
PUB DATE 26 Oct 78
NOTE 34p.; Not available in paper copy due to marginal legibility of original document ; Document prepared by the Rio Linda Union School District

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Elementary Secondary Education; *State Aid; State Departments of Education; State Programs; *State School District Relationship
IDENTIFIERS California; *Categorical Aid

ABSTRACT

This document contains discussion topics for a meeting with the California superintendent of instruction. The headings for the areas of concern are "Positive Aspects of State Categorical Programs," "Concerns with Assimilating Local, State, and Federal Programs," and "General Administrative Concerns." Most attention is given to concerns under the assimilation heading, which covers program concepts and general ideas, regulation, parent involvement and site councils, business management, board-state department relations, and liaison with the state department of education. Recommendations for improvement are offered. (Author/IRT)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

N. Floratos

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

CATEGORICAL PROGRAMS

Rio Linda Union School District
P. O. Box 68
Rio Linda, California 95673
(916) 991-1704

ED165272

Discussion Topics for Meeting with Wilson Riles on October 26, 1978

Positive Aspects of State Categorical Programs

1. In many areas of the curriculum from early childhood education to special education, state categorical programs have had as their goals individualization of instruction with emphasis on the worth of every pupil. These goals have helped to increase the involvement of all school employees and community members in the educational process.

2. With the assistance of the State Department of Education, state categorical programs were implemented. These programs include the requirement of a written school level plan, documentation and on-site monitoring, which have helped local school districts promote a climate of readiness for change.

3. As a result of Early Childhood Education and other categorical programs, many instructional practices have been improved. The format of instructional material has been improved and often includes a complete management system, with pretests, post tests and record keeping built into the published materials. Teachers and schools have improved their diagnostic and prescriptive techniques that have assisted in promoting and following pupil progress.

4. Categorical funds have encouraged a wide variety of educational experiences for some pupils through the use of more specialist help, instructional aides and educational materials.

5. Parent participation and parent involvement have been extended. As a result of this increased participation, teachers have received valuable assistance in instruction, record keeping and clerical tasks while students have benefited from a lower adult-to-pupil ratio. Site councils are providing a good forum for the education of both faculty and community members. Parents and

EA 011 188

other community members are part of school programs and decision making. The school site councils have helped teachers and parents play a valuable role in planning school programs. Often these parents help explain the school program to other community workers.

6. Categorical funds have provided for more staff and parent inservice and released time for observations and visits.

Concerns with Assimilating Local, State and Federal Programs

In the past few years we have gone from a few programs such as speech, EMR and TMR to a multitude of programs: MGM, educationally handicapped, counseling, SIP, Title I, EDY, Miller-Unruh, local textbook adoption, Title IV-C, Title IV-B, Title IX, 3.3, Indian education, limited English, non-English speaking, Foster Youth, and the Vietnamese program. On the horizon are additional programs such as proficiency standards and the full implementation of the master plan for special education. (See page 5-a.)

Each program within itself has real merit and the activities and/or requirements of each can be justified as being good for a segment of our child population. However, when all of these programs are brought to focus at the district, school or classroom level, our ability to deal effectively with the requirements of all programs at the same time, in the same place, and by the same people means overloading circuits, resulting in less true services provided to youngsters.

Example 1 (Classroom level): Formal communication between the teacher and parent makes sense. However, one can see how the

systems for dealing with normal operations become overloaded when you consider: the present requirements of child study (a format our district uses for pre-placement of students with learning problems) is held for gifted students, speech students, EH students and EMR students. This is followed by formal pre-placement meetings for some of the above students. In addition, the teacher participates in normal communication through individual conferences with parents at report card time as well as being present at school teachers' meetings, SIP planning meetings, SAC meetings, PTA meetings, curriculum committee meetings, Stull Bill meetings, and district teacher committee meetings. As mentioned at the start, this constitutes a thorough overloading of the communications.

Example 2 (School level): Most of the paperwork requirements required by SIP can be defended as educationally sound. Compound these requirements with IEP's for EH students, IEP's for gifted students, IEP's for speech students, IEP's for EMR students and again the circuits become overloaded.

Example 3 (State level): Schools now have the privilege of adopting instructional materials from the state matrix. This has

been excellent for meeting local needs. However, when one considers that orders placed on July 1 have not been received at the school by the end of October, it appears that the systems at the state level are also overloaded.

A. Concerns with Program Concepts and General Ideas

1. Labeling. There is an overall impression picked up by many principals and teachers that labels used for categorical programs are another way of saying public education is not doing a good job and putting teachers and other school personnel down. School Improvement Program is just another way of saying that even the best of our schools must make improvements. To promote change, dissatisfaction with current practices or results may be one ingredient, but a low self-image on the part of school personnel does not improve creativity in planning.

2. Standardized Tests. Program accountability is an important ingredient whether it is the teachers or the entire school system which is held accountable for pupil accomplishments. In concept, the stress on standardized tests places a disproportionate emphasis

Coordination must begin at the state level, matching what is good educationally with what can realistically be handled at each level; that is, state, district, school and classroom.

	MGM	Speech	EMR	VH	EH/LDG	Title I	Title IV-B	OH	Miller/Unruh	Guidance/Counseling	TMR	Title VI A & B	EH/SC	Aphasic	LES/NES	3.3	SIP Planning	SIP Implementation	Free Lunch (SB 160)	Affirmative Action	SARB	TEAM	CETA	AIE	Foster Youth	Vietnamese Program	Title IX	Collective Bargaining	Title IVC	Indian Education	EDY
Aero Haven	X	X			X	X	X		X	X			X	X	X				X	X	X				X		X	X		X	
Allison	X	X			X		X		X	X					X				X	X	X				X	X	X	X		X	
Dry Creek	X	X		X	X					X		X	X		X			X	X	X	X				X		X	X		X	X
Frontier	X	X			X		X		X	X					X		X	X	X	X	X				X		X	X		X	
Hillsdale	X	X	X		X		X		X	X					X	X			X	X	X				X		X	X		Y	
Holmes	X	X			X		X		X	X					X	X			X	X	X				X	X	X	X		X	
Joyce	X	X			X	X	X		X	X				X	X	X			X	X	X				X		X	X	X	X	
Kohler	X	X			X		X			X					X			X	X	X	X			X	X	X	X			X	X
Larchmont	X	X			X	X	X			X			X		X		X	X	X	X	X				X		X	X		X	
Madison	X	X			X		X			X					X		X	X	X	X	X				X	X	X	X	X	X	
Oakdale	X	X			X	X	X		X	X					X		X		X	X	X				X	X	X	X		X	X
Orchard	X	X			X		X	X		X			X	X	X		X	X	X	X	X				X		X	X		X	
Pioneer	X	X			X		X		X	X					X				X	X	X				X		X	X		X	
Rio Linda	X	X			X	X	X			X					X			X	X	X	X				X	X	X	X		X	
Sierra View	X	X			X	X	X		X	X					X	X			X	X	X				X	X	X	X		X	
Village	X	X			X		X			X			X		X	X		X	X	X	X				X		X	X		X	X
Vineland	X	X								X	X				X				X	X	X				X		X	X		X	
Woodridge	X	X			X		X			X					X		X	X	X	X	X				X	X	X	X	X	X	

on test outcome and represents only one part of the school's real emphasis and real success.

3. Program Integration and Tracking of Funds. A pupil's school program is made up of all the activities and all the experiences that are a part of the total school program. When funds are received that are specifically allocated to only one segment of a child's program, many difficulties are faced in providing a truly integrated school experience.

For example, there may be times when special categorical funds could be used to provide an aide to work with high achievers so that the teacher could spend more time with low achievers. In such a case, target funds for low achievers would appear to be going to an aide working with high achievers.

Providing an appropriate and integrated program is often difficult due to the concept of the audit trail. The special allocation of funds earmarked activity by activity creates problems for the principal and the school faculty in operating the program.

For example, if target pupils should go on a field trip, it is

often valuable for many others to go on the same field trip and the confusion between having the categorical funds follow the target pupils and at the same time not singling out a target pupil in a segregated fashion creates enormous problems at the school level.

The concept of "above and beyond" service to the target child also creates considerable difficulties when planning and operating the complete educational program at the school level. Special experiences are necessary and appropriate for all pupils relating to their uniqueness. There are a variety of ways in which a school can provide for this uniqueness. Providing an audit trail to prove specific uniqueness for target pupils can present both a practical problem as well as a theoretical one.

Program accountability in meeting objectives is justifiable and important, yet the audit trail for funds should end at the school program level. Filmstrip viewers may be needed to support the MGM program, Title I program and SIP program, but our understanding is that MGM and Title I equipment and materials would be used only by program participants. Other areas of conflict arise in the use of aides, teachers, transportation, and other instructional materials. Develop regulations and provide help that allow the categorical programs to be part of the total school program. As the major points involve the problems of comingling funds and activities, the state should try to develop procedures which would be (1) legal and (2) in the spirit of categorical aid.

B. Concerns with Regulations

13

1. Relationship between Programs. Often regulations and terms vary from one categorical program to another.

While regulations may vary because of the different thrusts of the programs, help schools by providing charts/

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
	diagrams/summaries of information which would show the relationship between and among the various programs.
2. Changes Year to Year. Regulations, terms and forms are changed from year to year within the same categorical program requiring retraining of faculty members and community members. For example, when a well informed community member leaves the SSC/SAC program for just one year, he/she finds, because of regulation changes and changes in terms, that retraining is necessary.	As new programs are developed or program regulations are developed or program regulations are changed, consistent terminology should be used throughout the various programs, which would lessen the impact of change on schools and parents.
3. Training Complications. Because regulations and terms are sometimes complicated, the regular turnover of people who work at a school requires that a great deal of time is spent in training of new people who will be helping in the program. For example, much of the direction is the same for SIP as it was for ECE, yet regulations and new terms require considerable training.	Providing for consistency in regulations is the best way but when it is not possible, assist schools with interpretation, material or training packets for staff and parents. Training packets could be devised that would be useful at both the district and school level.
4. Over and Above Requirements. At times there are requirements established by the State Department of Education that go beyond the requirements of the federal government. For example, in Title I, the federal government requires that a	Remove requirements imposed by the state concerning all federal programs.

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
majority of the composition of SAC be parents of participating children. The state has added the requirement that the parents on the SAC may not be employed by the school district. In other instances, the state limits the way in which Title I instruction may be carried out, requiring that there be no isolation or segregation of Title I students.	
5. Layman's Language. The regulations and guide lines are seldom put into layman's language.	A simple explanation of the terms would help to explain the program and would assist in carrying out many aspects of the program. The requirement that everyone involved receive copies of regulations and documents should be removed.
6. Communication from the State. It is difficult to manage the regulations of funded programs due to the number of letters, interpretations, and other publications which are sent to districts. The volume is a problem, as well as the matter of how each epistle relates to the other.	All publications to schools/districts concerning any aspect of categorical funding should come through one State Department of Education office. A format should be developed to keep these documents filed and tell how they relate (to each other).
	Sieg Efken in the MGM office does an efficient job of this with his "pink papers." Other departments might look at his concept.

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
C. Parent Involvement and Site Councils	
1. Separate Site Councils Required. Because of the variation in requirements from program to program, it is necessary for a school with more than one funding source to establish separate site councils or sub groups within the one site council. This creates unnecessary confusion and paper work. Also, while the regulations do not create a problem with regard to the domination of one special interest group within a site council, it is important that the regulations allow for schools to make adjustments to head off such difficulties.	Consider giving schools more latitude in establishing community committees. For example, perhaps the school could have one council similar to the SIP site council with an appropriate plan for that school to insure representation of the total school community.
2. Extensive Explanation Required. Often the regulations of multiple funding programs require extensive explanation to parents and teachers.	
3. Difficulty in Understanding Role and Function. Parents have difficulty in understanding their role and function on the various sub committees of the school advisory committee and assuming responsibility as an advisory/policy making group.	
4. "Labeling" Parents. Some regulations for identifying parents of participating students result in "labeling" parents.	

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
D. Business Management Concerns	
1. Records and Reports. The number of categorical funds that require separate record keeping and separate reports creates such a massive management network that a major amount of business office time to complete tasks is required.	Any decrease in the record keeping required would be a positive step.
2. Allocation of Funds. In some programs, final certification of the amount of money that will be received cannot be obtained until well into the school year, creating havoc with regard to budget control and program planning and implementation.	Funding periods of greater than one year could be a solution.
3. Decrease of Program. Decrease in participation in a program such as Title I at a school can create extensive problems with regard to continuing program and elimination of personnel.	
4. Inflation Factor. Since no inflation factor is built into categorical funds, in many cases it is necessary to reduce programs on a systematic basis year by year or subsidize with district general funds.	
5. Inadequacy of Funds. Some of the categorical funded programs provide such an inadequate amount of money as to require	

21

22

other financial support. Many of the special education programs and the gifted programs fall into this category.

E. Concerns of the Board of Trustees Level

1. Often the timeline for final approval of funded programs does not coordinate with budget information to provide sufficient and appropriate information for action.

2. Because of the number of programs and the variation of program requirements, staying informed at the Board level is a major task.

3. Most of the district's budget is either tied up in salaries or categorical programs. Board members have very little discretion in setting priorities for the district.

4. The state legislature is continually adding more laws and/or rules and regulations and setting up more local committees, which results in usurping the powers of the Board or putting the Board in the position of rejecting recommendations of these various committees set up by the state.

The state legislature should refrain totally from interfering with local officials duly elected by the people in their communities.

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
5. Because of the proliferation of new programs, it is going to be necessary for us to add people to the Business Office. The Board would prefer hiring other persons to work directly with children.	It is recommended that the state require no additional account of categorical funds other than what is required by the state Accounting Manual for all funds.
F. Improving Liaison with State Department of Education	
1. Need for Consistency. Working with more than one office and a number of consultants almost always ends up with confusing information and conflicting regulations. Because of the need for consistency of state information, it is extremely valuable to continue to work toward having one office or one individual at the state who would be responsible for providing help to a district.	Continue to work toward having one consultant who would be responsible for communications. There should be stability in the State Department of Education organization so that districts know whom to contact.
2. Need for Clear Interpretations. Even when the regulations from federal and state and from program to program within the state are the same, interpretations applied by various consultants or from various offices appear to vary. There are times when the regulations on federal projects appear to be clear but the interpretation given by state officials adds new meaning or new requirements.	Whether interpretations are requested by phone or in writing, the reply should be put in writing and made available to all consultants for distribution.

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
For example, current federal requirements are that reading, language and math be addressed along with other programs. The state interpretation seems to be adding that reading, language or math and all other programs are to be addressed.	Care should be taken in expanding federal requirements.
3. State Department Assistance. The current role of the State Department of Education is to provide assistance in understanding regulations and complying with these regulations. Because of the size of the State and the necessary isolation that occurs between state and school operations, it sometimes is difficult to conceive of the way in which State Department consultants can provide extensive curriculum assistance at the local level. Truly, valuable assistance in providing help to districts to make curriculum changes is not provided. Often, where state consultants say a certain course of action should be taken, a request for assistance to plan and develop such a course of action is met with a response that it is the local school district's responsibility. Assistance has been given in locating exemplary programs.	The state should pursue ways in which recognized curriculum consultants are available to districts that desire to improve programs.

PROBLEM AREAS AND CONCERNS	RECOMMENDATIONS
General Administrative Concerns	
1. School districts are currently being asked to plan a yearly budget months in advance of knowing what their finances will be. Prior to knowing what resources will be provided, districts face many hard decisions, including considering the lay off of certificated and classified personnel. Because of the legal timelines, districts may be forced to send lay off notices to certificated personnel when it might not be necessary to do so if they had knowledge of their funding.	The state legislature must begin to act responsibly and adopt a school finance program that will allow school districts the opportunity to administer more effectively.
2. The federal and state governments mandate new programs or introduce new rules, regulations and laws that must be administered each year by school district officials while at the same time the state legislature has passed laws limiting the number of administrators to administer those increased rules, regulations and laws.	The state legislature should either remove the restriction limiting local school boards' rights to hire more administrators to efficiently run the increased numbers of programs or the state legislature should cease immediately compounding the districts' problems by continuing to

3. The state adopted a collective bargaining law for school employees. The state legislature also continues to consider and make changes in the collective bargaining process.

grind out more rules, regulations and laws affecting schools each year.

Revoke the collective bargaining law or have the state legislature cease immediately abridging the rights of local school boards through their constant interference with the collective bargaining process.

PROPOSITION 13

BUDGET CUTS

Prior to Adoption

1. 14 certificated positions
2. 2 classified positions
3. Two (2) schools closed

Since Adoption

$25,000 savings by having Administrators and other non-teaching certificated personnel substitute in classroom.

1. 7.5 certificated positions reduced through attrition.
2. 3 classified positions reduced through attrition.
3. $25,000 savings by having Administrators and other non-teaching certificated personnel substitute in classroom.
4. Various supply accounts cut by $364,769.

COMPILATION OF BUDGET CUTS
FOR 1978-79
CAUSED BY PROPOSITION 13

School District: RIO LINDA UNION SCHOOL DISTRICT

Legislators have expressed an interest in obtaining information on total budget cuts made by school districts in Sacramento County as a result of Proposition 13. Please provide the following information:

Supplies		$364,769	
Administration		25,000	
Transportation		-0-	
Summer School		172,000	
Adult Education		-0-	N/A
Programs (Identify)	Resource	$48,000	
	Foster Youth Spec.	16,000	
	1 Reading Teacher	16,000	
		$80,000	
School Closures	(2) Schools	$153,000	
	TOTAL	$794,769	

Did you withhold step increments for classified and certificated employees? NO

Did you reinstate them? N/A

Total budget before reserves and new programs: $ 12,116,131

Increase over previous year of undistributed reserves: $ * 38,000

* As of budget adoption

Please explain anticipated cuts for 1979-80, if necessary:

PLEASE RETURN TO
LEO A. PALMITER, COUNTY SUPT.

Signature